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EDUCATION WEEK

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All Handicapped Must Be Served, Court Concludes

Appellate Panel Backs 'Zero-Reject' Concept

By Debra Viadero

Public schools must educate all handicapped children, regardless of how little they might benefit or how severe their disability, a federal appeals court has ruled in a closely watched New Hampshire case.

The unanimous ruling last week by the U.S. Court of Appeals for the First Circuit is legally binding only in four New England states and the Commonwealth of Puerto Rico.

But it is thought to be the first ruling by a federal appellate court to address what has come to be known as the "zero reject" philosophy, which holds that all children—no matter how handicapped—are entitled to public schooling under the federal special-education law.

And experts say the ruling by the three-judge panel in Boston could have ramifications for the education of handicapped children in public schools throughout the country.

"If anybody thought there was any basis for excluding any kid, this puts an end to it," said Frank Laski, a lawyer who filed a "friend of the court" brief in the case on behalf of the Association for Persons with Severe Handicaps.

The case, *Timothy W.* v. *Rochester School*

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Keith B. Geiger

John I. Wilson

Turning Point for the N.E.A.

Two Who Would Be President Vying Carefully in Tight Race

By Lynn Olson

WASHINGTON—Early next month, 8,500 members of the National Education Association will convene here to vote for a president in one of the most charged and closely contested campaigns in the history of the organization.

First of two parts

The fight for leadership of the nation's largest union is between Keith B. Geiger, its current vice president, and John I. Wilson, a member of the association's executive committee, its top governing body.

Although the battle has centered primarily on differences in leadership style rather than on issues, the election could prove crucial to the future of the organization.

Under the presidency of Mary Hatwood Futrell, the 1.97-million-member union has enjoyed six years of mounting visibility and prominence.

Frequently described as the most popular president in the organization's history, Ms. Futrell has helped the union regain a balance between professional and bread-and-butter concerns. She also has brought the N.E.A. into the midst of the school-reform movement.

During her tenure, the organization has expanded by almost 350,000 members—not only teachers but also education-support personnel and higher-education faculty.

The next leader of the N.E.A. will be in a pivotal position to carry out the initiatives begun under Ms. Futrell's guidance.

These include the union's involvement

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Cavazos Unveils Plan To Combat Loan Defaults

'Graduated' Steps Hit Worst Offenders First

By Mark Walsh

WASHINGTON—Secretary of Education Lauro F. Cavazos last week proposed to begin a "graduated" attack on the escalating problem of federal student-loan defaults by cracking down on schools where a majority of students fail to repay their loans.

The package, which includes both new and final regulations and a series of legislative proposals, initially requires that institutions with default rates above 60 percent be barred from participating in the program.

Schools with somewhat lower default rates would be subject to a series of sanctions and, in later years, possible termination from the program.

Mr. Cavazos' plan had been awaited with interest here by lawmakers and others as an indicator of whether the new Secretary would seek to stake out a more moderate position than his predecessor, William J. Bennett, who called for considerably more stringent default-reduction methods.

Mr. Cavazos said he was taking a "graduated" approach to the problem.

"It is not realistic to impose an absolute and immediate cut-off at 20 percent," he said at a press conference to announce the regulations. "Such an action would mean over 2,500 colleges, universities, and proprietary schools would be impacted immediately. The reality is that the Education Department does not have the resources and personnel to enforce in a timely manner such a cut-off level."

The new proposals are the latest in a series of efforts to control what has become an increasingly serious budgetary issue for the

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State Officials Rush To Start Monitoring Chapter 1 Programs

By Julie A. Miller

WASHINGTON—As of late last week, officials in 28 states had assured the Education Department that they had developed plans for monitoring the performance of Chapter 1 compensatory-education programs, a department official said.

But educators and policymakers across the country also reported last week that the accountability measures required by the revised federal Chapter 1 law and the regulations for it issued May 19 have them scrambling to forge new state-local agreements, under very tight time constraints, on how to carry out the law's intent.

The new mandates, for the first time in the history of federal compensatory-education programs, call on state and local officials to assess and report on the progress made by Chapter 1 pupils, and to devise improvement plans for schools that show "no gain" over time.

How much authority the provisions would give state officials to intervene in local programs, however, has been a divisive issue since the drafting of the Hawkins-

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Dade County Will Solicit Ideas Nationwide For Design, Structuring of 49 New Schools

By Lynn Olson

In an unprecedented move, school officials in Dade County, Fla., plan to invite educators and others nationwide to submit proposals for designing and operating 49 schools that the district hopes to build within the next seven years.

Any group—ranging from a team of teachers and administrators to a private foundation—could submit ideas for creating a new school from the ground up, said Joseph A. Fernandez, superintendent of the school district.

If the proposal is approved by a joint labor-management committee and by the school board, the group would have a year's time to flesh out its theories before it began running the school.

"Sometimes we just need to find out, is there a better mousetrap out there?" said Pat L. Tornillo, president of United Teachers of Dade, in explaining his union's support for the initiative. "Is there someone who feels that they've got an idea for running a school that is better than what we're doing now?"

"We're not saying that we're going to automatically approve those ideas," he cautioned, "but we're certainly going to look at them. And if they have got a better notion, then we're going to invite them in, whether it's a corporation, a union, a team of teachers, or whatever."

Known as the Saturn School Project,

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Also in the news

Cleveland's Public Feud
The superintendent and the school board are at odds over everything from busing to desegregation.
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No Comment or Dissent
The U.S. Supreme Court passed up its first chance in three years to address the school-prayer issue.
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CORPORATE TEACHER: Private learning firms are entering the public-school market. Story on page 7.

IN SUMMARY

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Officials in St. Paul are preparing to open a school that they say will be not only at the cutting edge of technological education but on the far frontier of school reform. **Page 6.**

Unchanging School 'Canon'
A new survey shows that schools continue to require students to read works of literature by many of the same authors—Shakespeare, Dickens, and Twain—they favored 25 years ago. **Page 6.**

Administrative-Training Debate
Participants at a meeting held last week to discuss a report on the training of school administrators differed on many points, but they agreed that major changes are needed in the field. **Page 8.**

Texas Funding Formula
Texas legislators adjourned last week after approving a new school-funding formula that falls short of providing the financial support demanded by property-poor districts. **Page 10.**

Technology Aid Critiqued
Attempts to renew a California initiative that has furnished schools with electronic equipment have been hampered by the perception that it is a haphazard, "pork-barrel" program. **Page 10.**

Bluegrass Restructuring
Gov. Wallace G. Wilkinson of Kentucky last week proposed a school-restructuring plan that would require each school in the state to establish an "instructional-improvement team." **Page 11.**

Special-Education Merger
The federal Chapter 1 program for handicapped children should be merged with other federal special-education efforts, a new report by the General Accounting Office concludes. **Page 14.**

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ACROSS THE NATION

NATIONAL

A.T. & T. and Unions Agree On Major New Child-Care Plan

The American Telephone and Telegraph Company and two unions have agreed on a plan that backers say "breaks ground" in providing child care and other family-related benefits to some 160,000 workers.

The agreement with the Communications Workers of America and the International Brotherhood of Electrical Workers will establish a $5-million Family Care Development Fund to increase "the number and quality of child- and elder-care services" available to employees, according to the company.

Michael Tarpy, an A.T. & T. spokesman, said the fund would offer "seed money" to support family-care services in concert with local agencies and other companies. The centers could serve the wider community, he noted, while providing "some favorable treatment" to A.T. & T. employees.

Under the agreement, which must still be ratified by members of both unions, the telecommunications giant will set up services to help workers locate and evaluate family care.

It also will extend from six months to a year the amount of unpaid leave employees can take to care for a newborn or adopted child, improve benefits coverage during such leaves, and guarantee reinstatement to an equivalent job upon return.

In addition, the contract will allow employees to establish accounts that offer tax savings on money they set aside for child and elder care, and will provide for more flexible family-leave policies and financial aid for the adoption of children.

Raymond E. Williams, a vice president of the firm, called the agreement "the most progressive" it has ever negotiated. The pact "recognizes the needs of A.T. & T.'s changing work force," he said.

STATES

New York Teacher Standards Stress Knowledge of Child Development

After three years of discussion, the New York State Board of Regents has adopted new requirements for teacher certification that place greater emphasis on applicants' knowledge of developmental patterns in early childhood and adolescence.

The new regulations, which are scheduled to take effect in September 1993, establish three categories of teachers: prekindergarten through 3rd grade, kindergarten through 6th grade, and grades 7 through 12.

Teachers will have to know how to meet the needs of children in those age groups with developmentally appropriate instruction, as well as how to work with minority, limited-English-proficient, handicapped, and gifted students.

In addition, prospective teachers must pass a general-knowledge examination in the liberal arts and sciences, and tests of their clinical teaching skills and knowledge of their area of specialization.

The new regulations, adopted last month, require teachers to take one year of a foreign language in college and complete a supervised internship.

The board did not specify how schools of education must meet the regulations and did not recommend a specific number of required credits in any subject.

Commissioner of Education Thomas Sobol said in a statement that leaving the implementation of the regulations up to the schools would "encourage higher institutions and the schools with which they cooperate to find the best approaches to teacher preparation."

■ **"Fundamental change" is needed to rectify inequities in the way North Carolina funds its schools,** a coalition of state and local officials and business leaders has argued.

While many local officials "deserve praise for their efforts to support local schools," the report issued last month by the Public School Forum of North Carolina says, they often lack the resources to provide an "adequate level" of school funding.

Local school spending in the state ranges from more than $3,600 per student to less than $300, the study notes.

Local-option sales-tax measures enacted by the legislature in 1983 and 1986 have helped to narrow the gap between poor and affluent communities, according to the report. But it adds that the high cost of welfare programs in some poor, rural counties has "dramatically increased" disparities in districts' ability to fund schools.

The report shows "the inability of many poor North Carolina counties to support adequately a quality school program even when they tax their citizens at a high rate," said John Dornan, president of the group.

Copies of the report are available for $5 each from the Public School Forum of North Carolina, 400 Oberlin Road, Suite 220, Raleigh, N.C. 27605.

DISTRICTS

D.C. Panel Said To Urge Sweeping Overhaul of Schools

An independent panel is expected this month to recommend a sweeping overhaul of the District of Columbia school system.

In a study to be presented to Superintendent Andrew E. Jenkins, the 60-member D.C. Public Education Committee, composed of business and community leaders, calls for closing schools and drastically cutting the number of administrative personnel to reduce expenses, according to reports.

The panel is also expected to propose establishing a "merit school" system, giving the school board the power to levy taxes, expanding the district's early-childhood education program to include 3-year-olds, extending the school year, and revising the curriculum while toughening graduation requirements.

Although the report has not yet been made public, *The Washington Post* published excerpts late last month from what it termed a "final draft" of the document. A source who has seen the report confirmed the newspaper's account.

Charles Seigel, a spokesman for the school board, declined to comment on the report until it is officially released.

■ **Voters in Jackson, Tenn., whose school system is predominantly black, and surrounding Madison County, where most students are white, have voted to consolidate the two systems in an effort to end 26 years of desegregation litigation.**

The plan, which was devised by a citizens' commission appointed by the city and county governments, must also win approval from a federal judge before it is put into effect.

Some black leaders in Jackson oppose the

Meting Out Punishment

WEST ST. PAUL, MINN.—Because Minnesota law gives the victims of crime a right to have their say before sentencing, the judges deciding punishment for four teenage boys whose vandalism spree closed a high school here had a large-scale dilemma.

The "victims" of the $5-million rampage at Henry Sibley High—students, educators, parents, and members of the community—were too numerous for an ordinary courtroom to accommodate.

So District Judges William F. Thuet and Thomas R. Lacy rented a community-college auditorium. And in that setting on May 25 they heard the recommendations of more than two dozen witnesses. Some 300 spectators crowded the unusual "victims' impact" hearing.

Although there were occasional flashes of bitterness from the witness stand, the generally mild testimony suggested that much of the fury that had gripped this affluent St. Paul suburb in the wake of the March incident had passed.

Pleas for leniency predominated, with most of the witnesses saying the youths should be sentenced to high-visibility community service, but not prison terms.

"Vengeance will not restore our school," said Robert Reed, a teacher. "Vengeance will not bring back lost learning."

The four youths, all of whom have pled guilty in the case, used a hand-operated fork lift, an acetylene torch, and paint to cause an estimated $100,000 in direct damages. They also turned on fire hydrants that flooded the school and damaged its asbestos insulation, which must be removed at a far greater expense.

Three of the 25 witnesses recommended time in jail for the offense. One teacher who lost the fruits of 10 years of research said the school's faculty members were divided on the issue, and warned that the split could become bitter if "no time is served."

The judges will sentence the youths on June 12. Though the case of a 17-year-old defendant was handled through the juvenile courts, the three older youths could face up to one year in the county jail and 10 years' probation under sentencing guidelines.

Sibley High School, where all but one of the youths are enrolled, is scheduled to reopen in the fall after repairs.

—AUSTIN C. WEBSTER

St. Paul District Touting Saturn School As Model for Technology in Education

By Peter West

Officials in St. Paul are poised to open a new, technology-based magnet school where students and their parents will be able, with the aid of a sophisticated computer-software program, to map out their own educational goals and track progress toward meeting them.

When the Saturn School of Tomorrow opens in September, officials say, it will represent not only the cutting edge of technological education but also the frontiers of school reform.

The 4th, 5th, and 6th graders attending the school will be grouped according to their skills development, rather than their grade levels, and will complete a longer school year than other St. Paul students.

Their teachers will receive salaries of $55,000 a year or more—$20,000 above the city's average—and will have greater on-site responsibilities.

Supporters call the Saturn School an experiment in restructuring that weaves a technological strand into "learning for tomorrow." It is a cooperative venture linking the St. Paul public schools, the local teachers' union, higher-education institutions, and private businesses.

Unlike other schools, where computers may be employed as an adjunct to instruction, students at the Saturn School will spend at least one-third of their day on computers and other equipment.

"Technology is absolutely essential" to the success of the Saturn School experiment, said D. Thomas King, the project's director. "But we're really building it into the learning process. We want to make technology a transparent tool."

Teacher Empowerment

The Saturn School was conceived more than two years ago as a means to combine what Mr. King calls "the best of what we know about learning research and the best of what we know about learning technology."

The inspiration for the project came from a speech given by Albert Shanker, president of the American Federation of Teachers. In it, Mr. Shanker urged schools to adopt new educational models that emulate the General Motors Corporation's Saturn automobile plants, where workers and managers have collaborated to redesign the workplace.

D. Thomas King

"What we really had to do, in effect, is design a new process," said Mr. King.

The project has the support of the St. Paul Federation of Teachers, an A.F.T. affiliate. The union will play a major role in selecting the "lead" and "associate" teachers who will staff and manage the school.

"I knew it would be a way to show what technology could do in restructuring," said Gladys Westin, president of the teachers' union. "I also knew that it would be an opportunity for us to integrate technology into the curriculum, yet not be a 'technology school,' per se."

The teachers selected for Saturn will sign a 12-month contract, but all will earn at least $55,000, substantially more than the $35,000 average teacher's pay in the St. Paul system.

"We negotiated not only for the dollars and for the time," said Ms. Westin, "but for the responsibilities. I wanted to give our profession an opportunity to be leaders."

'Consortium Approach'

To meet the project's $1.8-million start-up cost, the district adopted a "consortium approach" in which "partners" from the fields of higher education, educational research, and business offer their expertise in exchange for an opportunity to conduct field research.

The College of St. Thomas, a local teacher-training facility, will be using the school to help train some of its student-teachers, for example.

"We're going to develop a teaching model that is similar to a teaching hospital," Mr. King said.

The Minnesota Educational Computing Corporation is making available its software and providing training in exchange for the knowledge it can glean from its product's use in the classroom.

"There's no direct return" on the investment, said Dale LaFrenz, the company's president. "We'd like to think that we'll get a good return in [product] development."

Skip Karbo, a spokesman for Apple Computer Inc., said his company has donated $85,000 worth of Apple II computers, printers, and modems to the project and is negotiating with the district to provide even more in exchange for access to the data collected as students and teachers develop proficiency with the equipment.

Backers of the project expect donations of more than $540,000 in equipment and personnel, including more than $400,000 worth of equipment from the Minnesota-based Control Data Corporation and $10,000 in videodisk equipment from Pioneer Communications of America Inc.

Central to the Saturn School concept, Mr. King said, is the use of an "expert system," a complex software program that simulates the decisionmaking skills of teachers to guide students' development.

'Personal Learning Programs'

The first group of Saturn students, selected early this year, will soon begin to use the systems to develop their "Personal Learning Programs" on the computer.

The P.L.P.'s diagnose students' learning needs and prescribe the right curriculum and remediation to help them meet the educational goals they and their parents set in consultation with the school's teachers.

"The system is focused on the student," said Marilyn A. Martin, an education consultant with PEAKSolutions, a Minneapolis-based software company. "It gives the student much more flexibility to choose his or her goals and select resources to accomplish those goals."

Teachers can, however, modify or reject students' personal-learning programs.

First-year enrollment at the downtown facility will be 150. "Grades are going to be relatively meaningless," said Mr. King, "because we're grouping students according to ability level."

Human Interaction

Students will attend the school for up to 44 weeks and follow a curriculum that, in addition to conventional subjects, also will include environmental education, and courses on ethics and morality.

"I think the curriculum has to be an interdisciplinary one," Mr. King said.

In addition to the time spent in the computer room, students will spend another third of their day in "cooperative learning situations" and the balance of the time in teacher-led discussions or on field trips to nearby St. Paul institutions.

Mr. King said that the human interaction between students and teachers is as vital to the program's success as the computers.

"We don't mean to abandon them to the machine," he said.

Monitor To Oversee Detroit Schools

Michigan's chief state school officer late last week appointed a state monitor to oversee the financially troubled Detroit schools.

Donald L. Bemis announced the appointment of Calvin Cupidore, a state education official, to the post on June 2 after the Detroit board missed a deadline the previous day for filing a deficit-reduction plan with the state.

Last month, the state guaranteed loans totaling $42 million to enable the school district to meet its payroll. As a condition for the guarantee, Mr. Bemis said, the city school board adopted "irrevocable resolutions" to present a plan to reduce its $150-million deficit to the state by June 1 and to balance its budget by July 1. "I have put a monitor into the city of Detroit to monitor the process of developing the deficit-reduction plan and the balanced budget," Mr. Bemis said.

Mr. Cupidore will have no direct control over the district's financial affairs, Mr. Bemis said. But, he added, "his presence will indicate the seriousness of this situation."

Mr. Bemis said his action last week "has the potential" to put the loans to Detroit in default. He also said the state will impose deficit-reduction mandates on the district if city officials fail to develop a plan.

Mr. Bemis said he would withhold $42 million in state aid if the district does not balance its budget by Aug. 1. He said Arthur Jefferson, Detroit's outgoing superintendent, and John W. Porter, who was appointed to a one-year term as superintendent last month, have agreed to cooperate with Mr. Cupidore. —T.M.

In 25 Years, Little Has Changed on Schools' Reading Lists

By Robert Rothman

The "canon" of required literature in public secondary schools differs little from what was in vogue 25 years ago, a study by a federally funded research center has found.

The survey of 488 schools by the Center for the Learning and Teaching of Literature found that, as was true in a similar study in 1963, Shakespeare continues to dominate reading lists. Four Shakespeare plays are among the 10 most-assigned works, according to the new study.

Books by John Steinbeck, Charles Dickens, and Mark Twain, most of which were popular staples in the mid-1960's, are also commonly assigned today, the study found.

Moreover, its findings reveal that required-reading lists are almost identical for public, Catholic, and independent schools, for urban and non-urban schools, and for schools with varied minority populations.

These findings suggest, the study concludes, that efforts to broaden the canon to include more works by women and minority authors have been "ineffective."

"In all the settings we examined," the report states, "the lists of most frequently required books and authors were dominated by white males, with little overall change in balance from similar lists 25 or 80 years ago."

"New strategies are obviously needed," it says, "perhaps strategies that focus on asking teachers to read and discuss specific titles during preservice coursework, in-service workshops, and department discussion groups, so that teachers can gain the familiarity with alternative texts that they now have with the texts that dominate the lists."

Romeo Up, Silas Down

The literature center, based at the State University of New York at Albany, is jointly funded by the U.S. Education Department and the National Endowment for the Arts.

Its study, written by Arthur N. Applebee, the director, notes that while there is considerable debate "about what should be taught, there is a singular lack of information about the titles that are actually being taught in American secondary schools."

The last such survey, it points out, was conducted in 1963 by the Educational Testing Service.

The new data, obtained from questionnaires completed by department chairmen, reveal that more books are required now than in 1963. In 1988, 27 books were assigned by more than 30 percent of the schools surveyed; in 1963, the comparable figure was 9 books.

"Rather than being diluted in recent years, the role of the canon seems to have been strengthened," the author writes.

Of the commonly used Shakespeare plays, *Romeo and Juliet* has replaced *Macbeth* at the top of the list, perhaps reflecting the popularity of the recent film version of the play, according to the study.

The only title to show a drop in popularity was George Eliot's *Silas Marner*, the third-ranking book in 1963 but absent from the top 10 in 1988. Citing a previous study of the literature curriculum, the report points out that critics had urged then that schools drop *Silas Marner* "in favor of better literature."

The study also found that:

- There is little consensus about which grade levels are appropriate for the frequently taught books. All of the 20 most commonly assigned works are taught in three high-school grades, and 70 percent are taught in grades 9-12. But less than 1 percent of schools reported any titles that were required at more than one grade level.
- Although students in upper tracks tend to read the same texts, there is considerably more diversity in the works those in lower tracks are asked to read.

This diversity may reflect teachers' efforts to find books that will appeal to less-motivated students, the report suggests. "On the other hand," it notes, "the reports for lower-track students typically listed fewer titles of any sort, reflecting a curriculum with less overall emphasis on literature."

Copies of "A Study of Book-Length Works Taught in High-School English Courses" are available for $7 each from the Center for the Learning and Teaching of Literature, School of Education, 1400 Washington Ave. ED B-9, University at Albany, State University of New York, Albany, N.Y. 12222.

Books Most Widely Assigned in Public Schools, Grades 7-12

1988 Book/author	1988 Pct. of Schools	1963 Book/author	1963 Pct. of Schools
[illegible]	[illegible]	*Macbeth*, Shakespeare	80
[illegible]	[illegible]	*Julius Caesar*, Shakespeare	77
[illegible]	[illegible]	*Silas Marner*, George Eliot	76
[illegible]	[illegible]	*Our Town*, Thornton Wilder	44
[illegible]	[illegible]	*Great Expectations*, Charles Dickens	40
The Pearl, John Steinbeck	64	[illegible]	[illegible]
The Scarlet Letter, Nathaniel Hawthorne	62	[illegible]	[illegible]
Of Mice and Men, John Steinbeck	60	[illegible]	[illegible]
Diary of a Young Girl, Anne Frank	58	[illegible]	[illegible]
Hamlet, Shakespeare	55	[illegible]	[illegible]
Lord of the Flies, William Golding	50	[illegible]	[illegible]

SOURCE: Center for the Learning and Teaching of Literature

SOURCE: Educational Testing Service